United Nations A/56/732

General Assembly

Distr.: General
21 December 2001

Original: English

Fifty-sixth session
Agenda item 89
Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations

Report of the Secretary-General

Contents

		Paragraphs	Page
I.	Introduction	1–3	3
II.	Guiding principles, definitions and implementation of mandates	4–7	3
III.	Cooperation with troop-contributing countries	8–9	4
IV.	Enhancing the capacity for United Nations peacekeeping	10–38	4
	A. Management	13	5
	B. Strategic planning	14–17	5
	C. Policy and capacity development	18	5
	D. Operational planning and Integrated Mission Task Forces	19	5
	E. Mission leadership and in-mission planning	20	6
	F. Mission support	21	6
	G. Rapid deployment	22–34	6
	1. Standby arrangements for troops and civilian police	23–29	6
	2. Strategic Deployment Stocks at the United Nations Logistics Base	30–32	7
	3. Pre-mandate commitment authority	33	7
	4. Personnel surge capacity	34	7

01-72053 (E) 110102

	H. Recruitment processes for civilian staff in peacekeeping operations	35	8
	I. Organizational structure	36–37	9
	J. Baseline staffing levels	38	9
V.	Need for enhanced interrelationships with other parts of the Secretariat	39	9
VI.	Security management system: Department of Peacekeeping Operations and Office of the United Nations Security Coordinator	40–44	9
VII.	System-wide information and analysis	45	10
VIII.	Gender and peacekeeping operations	46–50	10
IX.	Cooperation with regional arrangements	51–59	11
X.	Financial issues	60–61	12
XI.	Peacekeeping training	62–67	12
XII.	Other issues of serious concern to the Special Committee	68–81	13
XIII.	Observations	82–84	15
Annex			
	Informal consultation on Rapid Deployment and Strategic Deployment Stocks: Chairman's summary		16

I. Introduction

1. In its report of 31 July 2001, the Special Committee on Peacekeeping Operations requested the Secretary-General to submit a report on progress made in the implementation of its recommendations for which other specific reports had not been requested (A/55/1024 and Corr.1, para. 136).

2. The present report is submitted in response to that request. Its structure, for ease of reference, follows the organization of section III, entitled "Proposals, recommendations and conclusions", of the 2001 report of the Special Committee.

3. Over the last two years, the Secretariat, in ongoing close dialogue with Member States, has sought to lay secure and adequate foundations for an effective peacekeeping structure and has presented a number of reports to further these efforts. The report of the Panel on United Nations Peace Operations under the chairmanship of Mr. Lakhdar Brahimi (A/55/305-S/2000/809) of 17 August 2000 gave the reform process renewed focus and momentum. The initial report on the implementation of the Panel's recommendations (A/55/502) of 20 October 2000, offered a number of practical measures to support the broad objectives identified by the Panel. The report of the Special Committee on the implementation plan of the Panel's recommendations (A/C.4/55/6) of 4 December 2000 adopted the comprehensive approach requested by Member States and proposed further steps for improving peacekeeping capacity. The Secretary-General's report (A/55/977) of 1 June 2001 on the implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations, the so-called "comprehensive review", provided the first in-depth and comprehensive managerial examination of the way in which the Organization implements one of the most important aspects of its mandate. It was followed by the statement submitted by the Secretary-General (A/C.5/55/46 and Corr.1 and Add.1) on the programme budget implications of implementing the recommendations of the Special Committee on Peacekeeping Operations, as contained in its report on the comprehensive review of the whole question of peacekeeping operations in all their aspects (A/55/1024 and Corr.1). As the review process has been concluded, the current document returns to the established reporting mechanism and contains progress made in the implementation of the recommendations of the Special Committee on Peacekeeping Operations.

II. Guiding principles, definitions and implementation of mandates

4. During the past year, the United Nations, and in particular the Department of Peacekeeping Operations, has been faced with the challenge of providing guidance and support to 15 active peacekeeping operations with a total of 35,000 military troops and 8,000 civilian police staff, while at the same time conceptualizing and implementing its internal reform process.

5. An intense and constructive debate has taken place between Member States and the Secretariat to give the United Nations the support and guidance it needs to improve the way in which it conducts peacekeeping operations and provide a solid, practical basis on which to build the future of peacekeeping. The debate reviewed proposals made by the Secretary-General to enhance the United Nations capacity for peacekeeping by strengthening management, strategic planning and policy and capacity development in the Department of Peacekeeping Operations, capacities for rapid deployment, organizational structure and staffing and a system-wide capacity for information and analysis. An interactive dialogue with Member States has greatly benefited the Secretariat's efforts to address the recommendations of Member States for improving how it does the work of peacekeeping.

6. In the context of the measures taken to implement the Special Committee's and the Brahimi Panel's recommendations, Member States have conducted three separate reviews of the resources made available to the Department of Peacekeeping Operations. Should the General Assembly approve the additional resource requirements currently before it, the Department would, for the first time since its creation in 1992, have the capacity to develop further and maintain sound managerial systems and processes, while fulfilling its standing obligations to support the Secretary-General, the Security Council, and the Member States and to plan, direct, manage and support peacekeeping operations.

7. Formidable tasks that cover all areas of its activity and will determine the sustainability, quality and substance of the peacekeeping reform efforts still

lie ahead. In order to maintain the current momentum, the Department of Peacekeeping Operations has set five strategic goals. These are:

- **Enhancing the rapid deployment capability for peacekeeping operations:** identifying the financial, materiel and human resource needs and establishing systems and capacities to ensure their availability, when needed;
- **Strengthening the relationship with Member States and legislative bodies:** building the capacity to deliver the support and ensure the sharing of information;
- **Reforming the Department's management culture:** moving from a reactive to a proactive approach that takes maximum advantage of the capacities of each component and improves intra-departmental coordination;
- **Reorienting the Department's relationship with field missions:** improving communications systems and methods, and ensuring a coordinated and supportive approach which appropriately delegates authority and improves the quality of support to field missions; and
- **Strengthening relationships with other parts of the United Nations system:** building partnership and synergies that take advantage of the expertise of the "peacekeeping partners".

III. Cooperation with troop-contributing countries

8. Ongoing consultations with Member States are a key element to enhancing the planning capacity of the Department of Peacekeeping Operations. Assessment meetings are being held between the Secretariat and troop-contributing countries to draw out lessons learned and benefit from the operational experiences of national contingents. Subject to the availability of the associated resource requirements, as requested in A/C.5/55/46/Add.1, the Secretariat plans to engage troop contributors in further discussions on how their respective national systems go about recording operational experience.

9. The Secretariat has sought to improve its support to Security Council meetings with troop-contributing countries within the new format outlined in Security Council resolution 1353 (2001). This new format was followed beginning with the 4369th meeting of the Security Council with troop-contributing countries on the United Nations Mission in Eritrea and Ethiopia, convened on 10 September 2001.

IV. Enhancing the capacity for United Nations peacekeeping

10. The Department takes note of the Special Committee's recommendation to conduct a regular and systematic review of its capacity. It will take some time, however, before the Department is in a position to fully evaluate the situation. The posts approved by the General Assembly in December 2000 have only been recently filled and the approval of additional resources proposed by the Secretary-General is pending with the General Assembly at its current session. In the longer term, the full impact of those resources as well as the results of the implementation of the various measures proposed following the comprehensive review will be subject to a regular and systematic review.

11. The Department of Peacekeeping Operations has given a high priority to the development of planning procedures to enhance implementation and management of its support activities. The Office of Mission Support has developed a mission planning template, which outlines the planning and preparation process for mission deployment. This will standardize planning procedures to support mission support elements both at Headquarters and the field. Furthermore, the reporting requirements of Chief Administrative Officers were streamlined to facilitate the passage of information to and from Headquarters

12. The Department has already started implementing the concept that a small percentage of a mission's first-year budget should be made available to the head of mission to fund quick-impact projects targeted at enhancing the mission's effectiveness. A one-time allocation was included in the budgets of the United Nations Mission in Ethiopia and Eritrea ($700,000) and the United Nations Organization Mission in the Democratic Republic of the Congo ($1 million). After due consultations with the local communities and in an impartial and transparent manner, the respective Missions have already identified and funded a number of quick-impact projects in their areas of operation.

These projects have proven conducive to building the confidence of the local population in the Mission and the Department of Peacekeeping Operations intends to continue this practice in new and expanding missions.

A. Management

13. In his report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations (A/55/977) the Secretary-General identified specific measures to enhance the capacity of the Department of Peacekeeping Operations to improve its mid- to long-term planning and evaluation processes and to strengthen its management systems and practices. The Special Committee's guidance and support for these proposals are set out in its report in document A/55/1024 and Corr.1, and the programme budget implications of implementing these proposals are set out in the statement submitted by the Secretary-General in documents A/C.5/55/46 and Corr.1 and Add.1. Specific proposals include the creation of the post of Director of Change Management in the Office of the Under-Secretary-General as well as positions in the front offices of the two Assistant Secretaries-General and the offices of the Military Adviser and the Civilian Police Adviser, respectively. If approved by the General Assembly, these posts would enable the development of a strong management network within the Department. This is particularly necessary during the ongoing process of managerial change and improvement, in order to ensure that due attention is paid to such issues while the Department continues to fulfil its statutory obligations.

B. Strategic planning

14. The incorporation of lessons learned from past and ongoing peacekeeping operations is a key function and an essential part of the planning process. The Department of Peacekeeping Operations is developing A Strategic Manual for Multidimensional Peacekeeping Operations. The Manual comprises one volume on policy in a number of critical areas and a companion volume on guidelines and standard operating procedures.

15. A parallel project deals with revising and updating the methodology used by the Department of Peacekeeping Operations to learn lessons and apply them in the planning and management of peacekeeping operations. This involves focusing on cross-cutting issues; on establishing a network of focal points in each mission, to feed real-time lessons back to Headquarters processes; and on regularly evaluating best practices to ensure that they remain relevant in the context of new developments and evolving situations.

16. Pursuant to the recommendation of the Special Committee, the Peacekeeping Best Practices Unit intends to organize, in 2002, a meeting of interested Member States to develop validation mechanisms for lessons learned processes.

17. To ensure that lessons learned and best practices from previous operations are incorporated into planning for new missions, the Peacekeeping Best Practices Unit is represented in the Integrated Mission Task Force (IMTF) on Afghanistan. Participation in future IMTFs is envisaged.

C. Policy and capacity development

18. The Secretariat welcomes the emphasis of the General Assembly on the promotion of a common United Nations management culture and the role of the United Nations Staff College, Turin, in this process. The Department of Peacekeeping Operations has established a cooperative working relationship with the Staff College and since 1996, has used the Turin facility to organize the United Nations Training Course on Peacekeeping, Human Rights and Humanitarian Assistance for Military and Civilian Police Trainers. In all, nine such courses have been held. The Department will continue to develop and strengthen its relationship with the United Nations Staff College.

D. Operational planning and Integrated Mission Task Forces

19. The Secretariat continues to make use of integrated coordination mechanisms in its planning processes. The planning for a follow-on mission in East Timor continues to be conducted through an Integrated Mission Task Force (IMTF) at United Nations Headquarters, which collaborates with a Working Group in the mission area. The Department of Peacekeeping Operations also continues to chair a high-level planning and management task force for the Democratic Republic of the Congo. Related initiatives

of the Secretariat include working groups on Sierra Leone, Ethiopia and Eritrea, and Burundi. The Secretariat has fully noted the recommendations of the Special Committee in regard to IMTFs and, while not having had to plan a new peacekeeping operation since the proposal of this mechanism, has applied the IMTF concept with regard to the planning for the United Nations response to the rapidly evolving situation in Afghanistan.

E. Mission leadership and in-mission planning

20. The Secretariat reiterates its commitment to providing comprehensive and continuous operational and strategic guidance to the mission leadership in this regard. A Mission Orientation Programme (MOP) was developed and planned and the first MOP course was scheduled for October 2001, but had to be postponed due to operational constraints.

F. Mission support

21. Efforts are under way to improve and increase security briefings and updates, including in times of crisis, for interested Member States and troop-contributing countries. The envisaged strengthening of the Situation Centre in the Department of Peacekeeping Operations would enhance the ability to collect and disseminate information and help to develop a briefing capacity that includes the use of audio-visual presentations.

G. Rapid deployment

22. Rapid deployment capability was a key recommendation of the Peace Panel on United Nations Peace Operations (A/55/305-S/2000/809), which set the objective of deploying missions within 30 to 90 days. In response, the Secretary-General proposed to develop a rapid deployment capacity with four main components: (a) standby arrangements for troops and police; (b) rosters of available civilian staff; (c) material stocks in the United Nations Logistics Base (UNLB) in Brindisi; and (d) financial commitment authority. The Secretariat has taken measures in all these areas as outlined below.

1. Standby arrangements for troops and civilian police

23. Rapid response to a crisis requires specialized support at the early stages of deployment. The Secretary-General appealed to Member States to consider committing these specialized enabling resources (movement control units, communications, terminal support, air traffic control, aircraft loading/unloading, fuel handling, water processing, etc.) as well as strategic lift capabilities to the Standby Arrangements System (SAS) (see also A/55/977). To be effective, the commitment should include training and maintenance personnel, spares and other back-up support. The Department of Peacekeeping Operations initiated specific requests to certain Member States.

24. The Secretary-General invited participants in the SAS to inform the Secretariat by 1 December 2000, whether the assets that they have currently listed in the System are in fact still available for deployment, committed elsewhere or no longer exist. To date, only nine Member States have submitted the requested information that is essential if the SAS is to be an effective mechanism for mission planning and an efficient response to crises. The Secretariat encourages Member States to expedite the submission of the requested information.

25. Participating Member States have also been invited to advise, on a monthly basis, of any change in status of their commitment to SAS. As there have been very few responses to this initiative and many States have indicated a preference for reporting on a three-month basis, this initiative is being re-examined. The Secretariat will revert to the participants on this matter.

26. The Secretariat warmly welcomes the creation and identification of peacekeeping forces through regional partnership arrangements and recognizes that coherent units that utilize common procedures will enhance the ability of the United Nations to respond to crises. The Secretariat has sought the views of Member States on the deployment of coherent brigade-sized units to United Nations peacekeeping operations.

27. In an effort to enhance its planning capability, the Department of Peacekeeping Operations has created the structure of a generic mission headquarters requiring approximately 100 military officers, deployable on seven-days' notice. This information was distributed to Member States in March 2001, with a request for staffing nominations. To date, 22 States

have responded positively. Identified individuals will be considered part of the SAS for a two-year period, and, it is hoped, be replaced through a rotation process.

28. The Civilian Police Division has designed a model civilian police headquarters and has produced generic job descriptions for 100 posts in the initial field deployment component. The Secretariat anticipates co-hosting a conference in 2002 to present the model component to Member States for review. The Secretary-General encourages all Member States to participate in the On-Call Lists and to submit their staffing nominations.

29. The Mine Action Service is developing an Emergency Response Plan to enable the rapid deployment of mine action reconnaissance, coordination and implementation assets worldwide. To support these tasks, standing arrangements with mine action organizations providing clearance, survey, risk reduction education, mechanical equipment and detection dog capacities are being developed to enable the rapid commencement of emergency mine action operations when required. Stocks of mine action-related equipment would be established within the United Nations Humanitarian Response Depot in Brindisi, Italy, while a database of mine action experts for deployment on short notice will also be developed. This plan and supporting arrangements will be complete by the end of 2002, and will be implemented in close cooperation with a range of partners including the United Nations Children's Fund, the United Nations Office for Project Services and mine action non-governmental organizations.

2. Strategic Deployment Stocks at the United Nations Logistics Base

30. Material readiness is key to rapid deployment of peacekeeping operations. Pursuant to the request of the Special Committee, the Department of Peacekeeping Operations held informal consultations with Member States on 10 and 11 October 2001 on the enhancement of rapid deployment capabilities and to develop a common understanding of the requirements to meet the 30-90-day deployment time lines (see annex below). These consultations advanced the planning assumptions and overall rationale supporting the Secretariat's proposed Strategic Deployment Stock (SDS) equipment lists and the attendant financial requirements and methodologies.

31. The budget proposals for the SDS and UNLB for 2002-2003, as well as other planning work to meet the rapid deployment objectives, will be reviewed by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) in February 2002, followed by the Fifth Committee. If approved, the Department of Peacekeeping Operations will immediately start building up SDS with the aim of being fully deployable by end-2002 or early-2003. The SDS budget is a one-time expenditure to finance SDS stocks. With an annual peacekeeping budget in excess of $3 billion, the proposed level of SDS represents a relatively modest investment that could be essential in the success or failure of the Organization's future endeavours in peacekeeping.

32. The Department of Peacekeeping Operations is reviewing ways and means to enhance the timely availability of strategic air and sealift capabilities. In addition to the long-term Letter of Assist (LOA) that is currently in place with a Member State for the provision of medium-size (IL-76) cargo aircraft, the Department is exploring options for establishing a long-term standing LOA arrangement for large cargo aircraft (AN-124) with two Member States. Concurrently, the Procurement Division is reviewing whether standby commercial contracts can be established with commercial AN-124 operators.

3. Pre-mandate commitment authority

33. At the informal consultation mentioned above, a general consensus emerged on the need to establish a reliable capacity for rapid deployment and to store key mission equipment with long procurement and delivery times, while supplying the remaining needs through the use of systems contracts. The critical items and services that are not part of SDS will need to be purchased long before the adoption of a mandate. It is critical that the Secretary-General be given a commitment authority before the adoption of a Security Council resolution. The Secretary-General reiterated his request for pre-mandate commitment authority in his report presenting the SDS budget. Flexible, early commitment authority will further reduce deployment timelines and requirements for stocks held in Brindisi.

4. Personnel surge capacity

34. The Secretariat established a surge roster of key administrative staff that are essential for the rapid and effective start-up of new missions. The present report

indicates other efforts to rapidly deploy personnel through the development of mission templates and generic job profiles, as well as a new policy on staff mobility (see para. 36).

H. Recruitment processes for civilian staff in peacekeeping operations

35. Pursuant to the Secretary-General's report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations (A/55/977), the Secretariat has undertaken a number of initiatives to implement the Global Staffing Strategy. Several Task Teams focus on the development of recruitment standards and guidelines to facilitate the delegation of recruitment authority to the field and to redress other deficiencies identified in the recruitment practices, which include:

- *Galaxy Project*: In partnership with the Office of Human Resources Management, the Department of Peacekeeping Operations is modifying the "Galaxy Project" to meet the full range of peacekeeping recruitment needs, including specific vacancy announcements, applications against generic job profiles, rosters, selection process, appointment, placement and promotion and mobility. The prototype of the "Galaxy 1a" roster component for Headquarters and the field was released at the end of 2001.

- *Mission templates and generic job profiles*: Mission templates will further assist in refining a surge roster of pre-screened, trained and immediately deployable middle/senior administrative staff for mission start-up phases and the succession planning phase. Generic job profiles are being formulated that reflect the desired competencies and skills for 30 key professional-level job profiles in peacekeeping operations.

- *Expanding sources*: In August 2001, the Department of Peacekeeping Operations conducted a review of applicant databases in the United Nations Volunteers, the World Food Programme and the Office of the United Nations High Commissioner for Refugees in an ongoing effort to develop a compendium of existing and potential sources of recruitment and to create tools to enhance standby capacities. New procedures have been concluded with the Office of the United Nations High Commissioner for Human Rights (OHCHR) to streamline and shorten the selection process of Human Rights Officers in field missions. Similarly, discussions have started with UNV to facilitate the greater use of UNVs in field operations.

- *Mobility of staff*: The Department of Peacekeeping Operations has approached the Office of Human Resources Management with regard to developing a mechanism to identify and secure the release of suitable and sufficient numbers of staff to perform core functions in field operations. Staff nominated by their Department Heads and endorsed by the Department of Peacekeeping Operations would be entered on a sub-roster of pre-selected personnel ready to deploy on short notice.

- *Entitlements*: Work is under way to codify in an administrative issuance the policy and procedure of granting special post allowances for field staff and to simplify the administration of entitlements. Serious consideration is being given to reducing the differences in emoluments and benefits of staff whose service is limited to a specific mission ("mission appointees") and staff on assignment to field missions from a parent United Nations department, programme or agency.

- *Restructuring of the Field Service category*: The Department of Peacekeeping Operations, in consultation with the Field Staff Union, has continued the work on the concept and structure of a Field Service category redesigned to better match the present and future demands of field operations, with particular emphasis on mid- to senior-level managers in key administrative and logistics areas.

- *Career management of field staff*: In order to build the requisite capacity to provide career prospects for qualified field personnel, the Department of Peacekeeping Operations, in the Support Account budget submission (A/C.5/55/46/Add.1), requested the establishment of a Civilian Training Section and Human Resources Management and Development Section in the Personnel Management and Support Service of the Field Administration and Logistics

Division. The new resources would enable the development of systematic career management of field staff, the development of a promotion and placement system and the integration of field staff into the global secretariat.

I. Organizational structure

36. The Secretariat takes note of the views expressed by the Special Committee in regard to the proposed third Assistant Secretary-General, particularly in respect to the roles of the Military Adviser or the Civilian Police Adviser.

37. The new structure of the reorganized Field Administration and Logistics Division would mirror the field structure and ensure a more balanced and proper span of control. This would streamline the reporting lines and communication links. The two divisions would strengthen both administrative support services and logistic support services and the Directors would have more direct authority and flexibility than the current Service Chiefs. This would allow the Assistant Secretary-General to focus on policy matters and major issues, as well as change management aspects, rather than getting involved in day-to-day operations.

J. Baseline staffing levels

38. The Secretariat notes that the approval of the budgetary resources requested in the statement by the Secretary-General on the budgetary implications of the comprehensive review of the whole question of peacekeeping operations in all their aspects (A/C.5/55/46 and Corr.1 and Add.1) would represent a substantial increase in resources approved by the General Assembly. While it would take time to bring on board the full complement of staff to fill the new positions and, as a result, to experience the impact of the reforms, the Department is confident that this increased level of resources would enable it to establish a solid capacity to improve its managerial systems and processes while providing fuller and better support to the Secretary-General, the Member States and field operations. The structure and staffing levels of the Department will be kept under active review.

V. Need for enhanced interrelationships with other parts of the Secretariat

39. The Secretary-General welcomes the emphasis placed by the Special Committee on strengthening interrelationships between the Department of Peacekeeping Operations and other departments and offices that play a role in peacekeeping operations. It is noted in this regard that the Secretary-General has made proposals in the context of the statement he submitted to the General Assembly on the programme budget implications of draft resolution A/C.4/55/L.23 (A/C.5/55/46/Add.1).

VI. Security management system: Department of Peacekeeping Operations and Office of the United Nations Security Coordinator

40. The Secretariat shares the continued concerns of the Special Committee with regard to weaknesses in the security provisions for peacekeeping personnel. As a follow-up to the comprehensive review of security requirements in peacekeeping missions (see A/55/977, paras. 279-289), the Department of Peacekeeping Operations, in collaboration with the Office of the United Nations Security Coordinator (UNSECOORD), established an internal working group, which developed a proposal for the implementation of the recommendations emerging from the comprehensive review. The associated minimum resource requirements for the Department of Peacekeeping Operations and UNSECOORD were identified in the Support Account budget submission (A/C.5/55/46/Add.1).

41. Pending the approval of these resources, the Department has sought to assist field missions in improving their ability to respond to the specific threats associated with the upsurge in global terrorism, similar to the efforts made by the Organization at Headquarters. Reminders were sent out to missions to raise awareness among staff on basic precautions and to ensure that updated security plans were in place and complied with. Exceptional measures that include the relocation of dependants and restrictions on operational activities were implemented in a number of missions. Particular attention has been paid to the issue of

protection from nuclear, biological and chemical threats. The Department is working to formalize a policy on such threats in the field, including the integration of related measures into mission security plans.

42. As noted in paragraph 21 above, efforts are under way to improve and increase security briefings and updates, including in times of crisis, for interested Member States and troop-contributing countries.

43. The Secretariat pays particular attention to pre-deployment and in-mission training related to security and safety. In 2001, pre-mission training was supported through the distribution of more than 26,000 publications to Member States and Peacekeeping Training Centres. More than 38,000 publications were distributed to the field missions. Security Awareness Aide Mémoires and Hostage Incident Cards were widely circulated. Health and safety publications, such as the HIV/AIDS pamphlets, the United Nations Stress Management Booklet, the United Nations Medical support manual and Landmine Safety Project materials, were also widely distributed and are permanently available.

44. In response to concerns of some Permanent Missions regarding safety standards and the quality of chartered aircrafts, the Department of Peacekeeping Operations has undertaken a review of its short-term aircraft specifications. Amended proposals have been made on issues such as the number of technical stops, disembarking of passengers during technical stops, meal provision and cabin entertainment. These proposals are expected to be implemented in early 2002.

VII. System-wide information and analysis

45. The Secretariat is working to strengthen its information and analysis capacity with a view to improving the quality of advice to the Secretary-General, the Security Council and the troop-contributing countries. In the light of the Special Committee's recommendations in response to the Secretary-General's proposals on this subject, the Secretariat will submit further suggestions on ways to address this important requirement.

VIII. Gender and peacekeeping operations

46. Pursuant to the implementation of Security Council resolution 1325 (2000) of 31 October 2000, the Department of Peacekeeping Operations is committed to mainstreaming a gender perspective in its activities; to increasing the participation of women in peacekeeping and at decision-making levels in field missions; and to considering the needs of women in its activities in the field. Conscious efforts have been made to include a gender perspective in all policy development and to establish gender affairs offices/units in large multidimensional missions and gender focal points in smaller missions where full-fledged gender units may not be practicable.

47. The Department has developed a training curriculum on gender awareness and sensitivity for military and civilian police that was tested in the United Nations Transitional Administration in East Timor (UNTAET), UNMEE, MONUC and the United Nations Mission in Sierra Leone (UNAMSIL). In collaboration with the United Nations Institute for Training and Research (UNITAR), the Department is preparing a training course for civilian staff on the impact of armed conflict on women and children, which will include a module on gender awareness and sensitivity.

48. The Gender Affairs Office in UNTAET has raised awareness among UNTAET staff about the critical link between gender equality and sustainable development, built capacity to take concrete actions towards the goal of equality, gathered information and data to understand the gender situation in East Timor, and incorporated East Timorese women's concerns into UNTAET policies. The Office of Gender Affairs in the United Nations Interim Administration Mission in Kosovo (UNMIK) has focused on three priority areas: increasing the representation of women in decision-making in the reconstruction and peace-building processes; addressing issues of violence against women; and integrating women into the economic recovery of Kosovo.

49. The Secretariat shares the view of the Special Committee that the Department of Peacekeeping Operations should ensure that issues relating to gender are properly addressed both in the field and at Headquarters and that gender focal points in the field should have the proper back-up in the Secretariat. The

associated resource requirements were included in the Secretary-General's statement on the budgetary implications related to the implementation of the comprehensive review (A/C.5/55/46/Add.1, para. 5.14) for a dedicated capacity for gender issues in the Peacekeeping Best Practices Unit.

50. Pending the provision of additional resources for the establishment of a permanent gender mainstreaming capacity, the Department appeals to Member States to make voluntary contributions for work on gender issues. Of particular concern is the need to fund the development of operational tools, standard operating procedures and checklists on gender mainstreaming for use in new and ongoing peacekeeping operations. Subject to the availability of funding, these tasks should be completed in 2002.

IX. Cooperation with regional arrangements

51. The Secretariat recognizes that close cooperation between the United Nations and regional arrangements helps to bring together motivation and knowledge of local actors with international support and resources that enhance concerted efforts for the promotion of peace. Pursuant to the calls of the General Assembly and the Security Council for the strengthening of the United Nations partnership in peacekeeping activities with regional as well as subregional organizations, the Secretary-General has convened four high-level meetings of the United Nations and regional organizations aimed at establishing a clearer framework for cooperation in peace and security areas, including conflict prevention and peace-building.

52. Following initial contacts with Member States, including some donor countries as well as OAU, the Department of Peacekeeping Operations has prepared draft terms of reference for the proposed working group on the enhancement of African peacekeeping capacity. The Department of Peacekeeping Operations intends to resume consultations with the various participants in order to fine-tune the provisions of the terms of reference and seek broad agreement on the remaining elements of the process for the establishment of the working group.

53. Over the past 14 months, the Department of Peacekeeping Operations has expended 30 per cent of its training efforts on enhancing peacekeeping capacity in Africa. The training and assistance programmes include UNTAT (United Nations Training Assistance Team) courses in Zimbabwe, Ghana and Kenya, United Nations Military Observer training in South Africa, leadership seminars/strategic studies in Botswana, a senior mission management seminar in Zimbabwe, gender and peacekeeping training course for UNMEE, UNAMSIL and MONUC, assistance to a Southern African Development Community (SADC) planning seminar and the coordination of a disarmament, demobilization and reintegration seminar, held in Canada, to enhance the African capacity. Support has also been given to the French RECAMP (Reinforcement of African Peacekeeping Capacities) project "Exercise Tanzanite", which involves military forces from all SADC countries for an exercise scheduled for February 2002.

54. At the same time, the Department has continued its effort to facilitate contacts between African troop contributors to the United Nations operations and donor States, which could provide support in making up for the shortfalls in contingent-owned equipment (COE) and self-sustainment.

55. Cooperation between the Department of Peacekeeping Operations and OAU in various aspects of peacekeeping activities has been growing steadily and comprises initiatives such as information exchange, peacekeeping training and the promotion of greater African participation in the United Nations Standby Arrangement System. In MONUC and UNMEE, the Department of Peacekeeping Operations and OAU have coordinated their efforts in conjunction with the respective Political or Military Coordination Committees. In UNAMSIL and MINURSO, they cooperate through the representatives of the OAU Secretary-General.

56. In the framework of its staff exchange programme with OAU, the Department of Peacekeeping Operations arranged orientation/training in New York, for the head of the OAU Early Warning Unit in the Conflict Management Centre, from 31 January to 9 February 2001. The Department is currently preparing to send an officer to OAU headquarters in Addis Ababa, in early 2002, to train the staff and assist in strengthening the OAU Situation Room. The United Nations maintains a liaison office at OAU headquarters.

57. The United Nations also maintains close working relations with SADC and the Economic Community of West African States (ECOWAS) in their efforts to assist, respectively, in the implementation of the Lusaka Agreement in the Democratic Republic of the Congo and the Lomé/Abuja Agreements in Sierra Leone. Cooperation with these African subregional organizations is also carried out in the various joint activities aimed at enhancing African peacekeeping capacity.

58. A coordination mechanism between the United Nations, ECOWAS, and the Government of Sierra Leone was set up in 2000 at the initiative of the Secretary-General. The mechanism meets regularly, both in the subregion and in New York, and the Special Representative of the Secretary-General for UNAMSIL pays regular visits to countries of the subregion for coordination and consultations on the peace process.

59. Over the last five years, the Balkans have been the stage for growing cooperation between the Department of Peacekeeping Operations and regional organizations, such as the European Union, the Organization for Security and Cooperation in Europe (OSCE) and the North Atlantic Treaty Organization (NATO). Both in Bosnia and Herzegovina and Kosovo, NATO troops provide overall security and cooperate with United Nations civilian police, while the OSCE has electoral and institution-building tasks. UNMIK's four-pillar structure has offered a unique coordination model, which has prompted intensification of contacts between the Secretariat and the headquarters of European organizations in Brussels and Vienna. A NATO Liaison Officer has been assigned to the Department of Peacekeeping Operations, and the establishment of an United Nations Liaison Office in Brussels is under discussion.

X. Financial issues

60. Responding to requests of Member States to expedite the processing of all claims, the Financial Management and Support Service has reorganized its internal resources to better reflect mission workloads; teams of staff work on each mission, thereby ensuring better accuracy and efficiency of processing. Workload statistics have been introduced to monitor the effectiveness of the processing. In addition, internal training is being conducted and provided to all claims staff to better consistency of processing.

61. The Manual on Policies and Procedures concerning Reimbursement and Control of Contingent-owned Equipment of Troop-Contributing Countries Participating in Peacekeeping Missions (the COE Manual-2000) is currently being reviewed. The manual is expected to be published in 2002.

XI. Peacekeeping training

62. Progress is being made with the translation of training publications into all the official languages of the United Nations; seven publications have been translated into six languages and another two into four languages. A distribution plan including troop-contributing countries, Peacekeeping Training Centres, the peacekeeping field missions and Permanent Missions is in place and ensures that all United Nations peacekeeping training material reaches all those responsible for peacekeeping training. The Secretariat reiterates its recommendation that printing costs for training publications for the field missions be included in the missions' budgets.

63. The Department of Peacekeeping Operations will shift its focus during 2002 from training trainers to providing the national and regional peacekeeping training centres with the peacekeeping training guidance required to train their own personnel. Four regional seminars are planned for 2002 during which the Standardized Generic Training Modules will be discussed with commanding officers and/or senior training advisers from the national and regional peacekeeping training centres. The seminars also intend to create a peacekeeping training network between the Department of Peacekeeping Operations and the peacekeeping training centres. The Department is also working to revitalize the UNTAT concept and foresees that a more focused approach, to address specific training needs instead of general peacekeeping training, will assist troop-contributing countries and emerging troop contributors to enhance their efforts in providing soldiers and officers trained for identified tasks.

64. The Department will revitalize its web page (www.un.org/Depts/dpko/training) during 2002 to provide the Member States with a comprehensive source of United Nations peacekeeping training information. The peacekeeping training information of the national and regional training centres is also available on the web page and Member States are encouraged to assist the Department in updating the information.

65. The Department provided Member States with standardized peacekeeping training guidelines during 2001. It intends to develop pre-deployment training assessment standards in consultation with the Member States during 2002 after which, initial assessment of contingents prior to deployment will commence.

66. In-mission training was strengthened through the creation of Mission Training Cells (MTC) in UNMEE, MONUC, UNAMSIL and UNTAET. In 2002, the Department of Peacekeeping Operations will continue to establish MTCs in all relevant missions and provide training materials, instructors for specific courses and inspections. To improve the in-mission capacity, training cell budget lines are being introduced into the budget of each mission, as appropriate. The Department will conduct a needs analysis to establish training cells in other missions.

67. The Department has completed Phase 2 of its "Gender and Peacekeeping" Project. As part of the Project, gender training was conducted in UNMEE, MONUC and UNAMSIL. The Project also delivered two "Gender and Peacekeeping" training packages: one targeted towards peacekeeping missions and another towards general audiences.

XII. Other issues of serious concern to the Special Committee

68. The Department of Peacekeeping Operations recognizes the great contributions that men and women serving under the United Nations flag in peacekeeping operations are making to the maintenance of international peace and security. It also recognizes the problems that sometimes occur with the behaviour of military, civilian and civilian police peacekeeping personnel. A working group has been constituted to review all existing guidelines, including those on disciplinary issues, the investigation of alleged gross misconduct and investigations or inquiries into incidents that involve the death of or injury to personnel from Member States or loss of property, and to identify areas for improvements. The Department will submit further information to Member States on these complex issues.

69. The Department constituted a working group, inter alia, to review the administrative procedure on discipline for United Nations police personnel in peacekeeping missions and to submit recommendations on their incorporation into a revised version of the Guidelines. The Civilian Police Division is currently drafting Guidelines for the Development of Rules of Engagement and Guidelines for generic standard operating procedures. Furthermore, the Division is introducing a standard disciplinary process in all field missions that have a United Nations civilian police component. A review and revision of existing codes of conduct, policies and guidelines is under way with the intention of making these documents electronically accessible and readily available as part of the Division's start-up kit for newly established peacekeeping missions. The Special Committee's recommendation that the Secretariat finalize this exercise in close consultation with Member States is duly noted.

70. As mentioned in annex B to the Secretary-General's report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations (A/55/977), the Secretariat extended the deadline from April to June 2001 for the receipt of comments from Member States on the sample Rules of Engagement. The compilation of the more than 320 observations and proposals was completed in July, at which point representatives from the concerned components in the Department of Peacekeeping Operations and the Office of Legal Affairs were able to begin their review of the comments in conjunction with the draft Guidelines on the sample Rules of Engagement. The comments proved to be most helpful, and the Secretariat appreciates the valuable input of Member States to this exercise. The revised document, which emerged from the detailed review process, is now being used by military planning staff to guide them in preparing mission-specific Rules of Engagement. These guidelines, when issued by United Nations Headquarters to troop-contributing countries, may be used for training purposes. Given the changing nature of peacekeeping, the sample Rules of Engagement are considered a continuous work in progress, and will be subject to periodic reviews.

71. The Department has finalized a draft report on the compendium of instances in which the Organization is due restitution as a result of non-compliance with status-of-forces or other agreements. The Secretariat has already identified those provisions in the status-of-forces or other agreements relating to obligations of

host countries and concessions granted to United Nations peacekeeping operations, which, as a result of host countries' non-compliance, have resulted in the Organization incurring unforeseen financial costs. The report will be submitted at the resumed fifty-sixth session of the General Assembly in 2002.

72. By 19 November, 2001, a total of 1,068 names had been verified with the Permanent Missions of 62 countries and submitted for engraving on the Dag Hammarskjöld Medal, which is being produced at the rate of 300 per month. With the continuing cooperation of Permanent Missions, the remaining names (approximately 650) are expected to be verified and submitted to the medal manufacturer by the end of 2001. Production of the medal for all recipients to date should be completed by May 2002.

73. In response to a request by the General Assembly, the Secretariat has formed a working group comprising representatives from the Office of Programme Planning, Budget and Accounts, the Field Administration and Logistics Division and the Military Adviser's Office to develop a methodology and a model questionnaire on pre-deployment immunization and troop cost reimbursement for submission to ACABQ and the General Assembly by February/March 2002.

74. The Secretariat reiterates its intention to include comprehensive disarmament, demobilization and reintegration programmes in the planning for future peace operations, as appropriate. Where such programmes are included, and the funding of their start-up phases should, in principle, be included in the mission's budget, the Secretariat would welcome the Special Committee's support in this regard.

75. Pursuant to the recommendation of the Special Committee, the validity of tests administered by the Civilian Police Selection Assistance Teams (SAT) has been extended from 8 to 12 months for candidates assessed after 31 October 2001. The Secretariat will conduct annual reviews of the SAT Guidelines; the next seminar on that matter is scheduled for April 2002.

76. Responding to the request of the Special Committee, the Department of Peacekeeping Operations will finalize updated lists containing the names of its key personnel and officers that liaise regularly with Permanent Missions of Member States on issues related to the participation, deployment and reimbursement of their personnel in peacekeeping operations by early 2002, upon completion of the current recruitment exercise and the organizati restructuring of the Department.

77. Pursuant to the recommendation of the Spe Committee, the Department of Peacekeep Operations has reviewed its current baggage allowa policy and notes that military observers, civilian po personnel and civilian staff have been granted the s baggage allowances. Staff officers are treated in same manner as members of a contingent. The t amount of the allowances takes into account the le of the tour of duty; the mode of transportation, wh may vary for different groups of personnel, determined by the available means and n economical option.

78. Following the recommendation of the Spe Committee, a detailed proposal for a small supp secretariat to service the Executive Committee Peace and Security (ECPS) was developed consultation with the ECPS and with the experienc the other Executive Committee support structures mind. The proposal was for a modest unit outside Department of Political Affairs, reporting to convenor of the ECPS. It would be autonom receiving direct guidance from ECPS, and would seen as a common service provided for all member ECPS. The tasks assigned to this secretariat wo range from administrative arrangements and techn support to substantive preparations for meeti including consultations on agenda formulation, draf of policy options and ensuring follow-up to decisi taken.

79. The rationale provided for the proposed supp secretariat, namely that the ECPS had the n political agenda, the most frequent meetings and smallest secretariat structure of all four Execu Committees established in 1997, was further bolste by the events following the 11 September terro attacks and subsequent developments in Afghanis The Secretary-General designated ECPS as the lo for coordinating the United Nations system in response to terrorism broadly and to the situation Afghanistan specifically. As a result, the member and frequency of meetings of ECPS further increa thereby placing greater demands on its convenor.

80. The report of the Panel on United Nations Pe Operations (A/55/305-S/2000/809, para. 44) underli the 1997 decision of the Secretary-General that Under-Secretary-General for Political Affairs,

his/her capacity as Convener of ECPS, should serve as the focal point for peacebuilding" and requested the ECPS to "discuss and recommend to the Secretary-General a plan to strengthen the permanent capacity of the United Nations to develop peacebuilding strategies and to implement programmes in support of those strategies" (ibid., para. 47 (d)). The report of the Secretary-General on the implementation of the report of the Panel elaborated on what was specifically required of the plan, noting that it "must help to identify the ways in which different parts of the system might properly work together to devise country-specific peace-building strategies and to implement them together ... What is required is a headquarters capacity to provide those resources necessary for the country team to propose specific strategies and see them through" (A/55/502, para. 24).

81. The Under-Secretary-General for Political Affairs, working closely with the convenors of the other Executive Committees with key roles to play in peace-building — the Office of the Coordinator for Humanitarian Affairs (Executive Committee on Humanitarian Affairs), and the United Nations Development Programme (United Nations Development Group Executive Committee) — launched a consultation and drafting process in early 2001. Field reviews of peace-building offices were conducted in a number of countries, and the plan was shared widely with United Nations staff in field operations for comment. The plan restricted itself to general guidelines on ways for the various components of the United Nations system to work more effectively together in fragile peace-building environments. The plan anticipated that regular reviews and updates would be necessary, based on evolving experience and institutional dynamics. On 2 November 2001, a joint meeting of the Executive Committees on Peace and Security and on Humanitarian Affairs and the United Nations Development Group endorsed the plan of action on peace-building, agreeing that it should be reviewed and updated as experience evolves.

XIII. Observations

82. Over the past year, Member States have shown a sustained commitment to strengthen and develop the instrument of peacekeeping. The changes in the Organization's structure, systems and procedures, together with the provision of additional resources, are proof that Member States are determined to invest in the future and the long-term success of peacekeeping. By providing the Organization with the ability to respond more swiftly, professionally and effectively, these reforms will enhance the chance of success of peacekeeping operations. At the same time, the implementation of other proposals put forward by the United Nations Panel on Peace Operations that remain under discussion would pave the way for a further, significant enhancement of the United Nations peacekeeping capacity. Prominent among these are the development of the Strategic Deployment Stocks, the reinforcement of the United Nations Logistics Base in Brindisi, the strengthening of the United Nations Standby Arrangement System and the global staffing strategy. I urge Member States to act upon and support these initiatives.

83. Beyond these measures, however, it must be remembered that the success or failure of peacekeeping operations derives above all from the will of the parties to the conflict, of the Security Council, and of other Member States to use this invaluable instrument wisely and well. Regardless of the excellence of any system or machinery, a peacekeeping operation cannot succeed if there is no peace to keep, if it lacks an appropriate mandate, or if it is not given the necessary material and political support in a timely fashion.

84. In recording further achievements in improving how we approach and deliver our peacekeeping responsibilities, the past year also offers guidance for the way ahead. The commitment and supportive efforts and contributions of the international community are crucial if peacekeeping is to reach its full potential as one of the main instruments for the maintenance of international peace and security. The Secretariat stands ready to do its part.

Annex

Informal consultation on Rapid Deployment and Strategic Deployment Stocks

Chairman's summary

The Department of Peacekeeping Operations held an informal consultation with States members of the Special Committee on Peacekeeping Operations on "Rapid Deployment and Strategic Deployment Stocks", on 11-12 October 2001, based on the suggestion made in paragraph 66 of its report (A/55/1024):

> **"The Special Committee ... believes that in preparing a detailed budget proposal [for the concept of a strategic reserve and] other possible options, the Secretariat should benefit from a dialogue with Member States in order to develop a common understanding of financial, equipment and personnel requirements needed to meet set deployment objectives."**

The Secretariat benefited from the consultation and received a number of comments and observations. This will enable the Secretariat to move forward on the preparation of detailed budgets for the Strategic Reserve and the United Nations Logistics Base (UNLB) in Brindisi for 2002-2003, as well as other planning work to meet the rapid deployment objectives. The main conclusions of this consultation are summarized as follows:

- Member States appreciated the Secretariat's detailed explanation of the rationale for developing the required items on the Strategic Deployment Stocks (SDS).
- Some Member States suggested that, in the preparation of a detailed budget for the strategic reserve, the Department of Peacekeeping Operations might use the planning assumption for deploying one complex mission per year; and other Member States indicated that the planning assumption for two missions — one complex and one traditional — should be maintained.
- Member States supported the basic criteria for developing the list of equipment in the SDS and recognized the technical expertise that exists in the Secretariat to draw up the detailed requirements presented.
- Taking account of the requirement to establish a reliable capacity for rapid deployment and bearing in mind the long procurement and delivery timeline for obtaining goods and services, Member States appreciated the need to store key mission start-up equipment items with long production times, while relying on the supply of the remainder through the use of systems contracts.
- Member States recognized the crucial importance of an advance commitment authority, prior to the formal authorization of a mandate by the Security Council.
- Member States recognized the critical role of UNLB in support of SDS and the need for enhancing its capacity.

- Member States appreciated the Secretariat's intention to further the consultative process in order to benefit from the expertise of the Member States.

Michael A. **Sheehan**
Assistant Secretary-General for Mission Support
Department of Peacekeeping Operations